APPENDIX I.

(Letterhead of Metropolitan Government of Nashville and Davidson County, Nashville, Tennessee.)

April 27, 1967

Mr. Ralph H. Taylor
Assistant Secretary for Demonstrations
and Intergovernmental Relations
United States Department of Housing
and Urban Development
Room 1200, P. N. B.
1430 K Street North West
Washington, D. C. 20410

Dear Mr. Taylor:

Submitted herewith is the planning grant application for Metropolitan Nashville-Davidson County. I feel that in this letter of transmittal I should outline several points as it relates to our thinking, which we hope is embodied in the application itself:

1. We have interpreted the Demonstration Cities Model Neighborhood Program to truly be an exercise in "Creative Federalism." Our starting point in the preparation of the application was that in order to make measurable progress in the problem areas with which this program is concerned will require the coordinated efforts and resources of not only the local government but the state government as well as the federal government.

Additionally, I feel that the nature and magnitude of the problems with which we are dealing will require the participation of the private sector of the community in a more significant degree than has been true for many governmental programs in the past.

2. In our thinking relating to the preparation of the planning grant application, we have made certain

judgments concerning the attitude of the citizens who will be affected by this program. This community, perhaps, is not different from many others in the respect that governmental action either from local, state or federal programs has created certain attitudes in the minds of these citizens. To be specific, the optimism embodied in recent federal programs has raised the expectation of citizens in our model neighborhood area significantly. Moreover, at the present time, the citizens in this area are seeing the necessary attendant disruptions associated with the location of an Interstate highway through this area.

Because of these factors, I believe that for this program to be successful will require substantial citizen involvement and participation from the beginning of the program through the planning stage carrying through to the execution of the program components.

Consequently, we have, in our application, taken the view that this is not a program to accelerate already preconceived program components. Even realizing the adequacy of certain existing program components, which we could have written up as part of this application, we feel that citizens in this area, through involvement and participation must come to the conclusion that these are the proper program components in order to achieve the objectives which we will set with them.

We also expect from the involvement of citizens in this area through the project center located in the area, for them to be able to review the present programs of the Metropolitan Government, as they relate to this area. Where these programs do not fit into goals to be established, we hope to be flexible enough during the planning stage to shift direction and embody the thinking of the citizens in our program.

The model neighborhood area which we have selected is an area of our community which has significant prob-

lems in terms of physical facilities as well as unfavorable levels of achievement and economic well being of many citizens in the area. These factors will be reflected in the application itself. However, this area has significant potential we feel, because of the location of the three institutions of higher education in the area; that is, Meharry Medical College, Fisk University and Tennessee A & I University. Due to the location of these institutions and the economic influence which they exert in this area, a significant degree of economic mix exists, and will be built upon to enhance the income level of the area.

Approximately 1500 of the more than 8,000 families in the area receive their basic support from these institutions and the salaries of many of these people compare favorably to the entire community. We believe that the location of this number of institutions in a predominantly Negro neighborhood is somewhat unique. Obviously, these institutions will provide significant leverage points in order to develop and implement programs which will reverse trends toward establishing this neighborhood as a ghetto. Particularly, the potential for developing cooperative educational programs between the above institutions with Vanderbilt, Peabody, Scarritt and other colleges in the community is a promising field.

The Metropolitan Government is uniquely suited to mobilize the resources of the total community, to develop a program for the model neighborhood area. The fact that the Metropolitan Government has both municipal and county jurisdiction combined for the entire county means that the resources of the total community can be brought to bear through an administratively integrated structure.

The planning program is designed to expand the staff of the office of Mayor and to use the power and prestige of the office to focus resources and public attention on the Model Neighborhood Area. Many policies and programs will have to be examined, and in many instances new

approaches will have to be designed in cooperation with the people of the area. We are willing to put the resources and technical staff of the various Departments and Agencies of the Metropolitan Governments into the planning and implementing of this demonstration effort to define and implement creative Federalism.

Respectfully submitted,

Beverly Briley,
Beverly Briley,
Mayor.

(Letterhead of the Tennessee Executive Chamber,
Nashville, Tennessee.)

April 28, 1967

Honorable Beverly Briley, Mayor
Metropolitan Nashville and Davidson County
Metropolitan Courthouse
Nashville, Tennessee

Dear Beverly:

I would like to take this opportunity to congratulate you and Metropolitan Nashville on making application for a program under the Model Cities Act to be conducted in the North Nashville area.

As you know, there are several hundred federal grant-in-aid programs to assist state and local governments. This magnitude of programs makes effective program development and program utilization very difficult. Perhaps the Model Cities Act will permit us to adapt a number of these programs to meet the many needs of this target area.

Tennessee is an urbanizing state and I believe the Model Cities Program will have significant impact on both large and small cities. Since local governments are creatures

of the state, I believe that the state must play an effective role in any such effort so that it may better understand the needs of local government and help coordinate the various programs among the numerous governmental jurisdictions.

I will be most happy to appoint a member of my staff to work with the various state agencies and your staff to assist in the effective coordination of federal-state and local programs in both the planning and programming stages of the Nashville project.

I wish you success in securing an early funding of this project. If I may be of further assistance to you, please feel free to contact me.

Sincerely,

/s/ Buford.

Buford Ellington.

APPLICATION TO THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT FOR A GRANT TO PLAN A COMPREHENSIVE CITY DEMONSTRATION PROGRAM.

A. Identification of Applicant.

1. Legal corporate name of jurisdiction: Metropolitan Government of Nashville-Davidson County, Tennessee.

2. Mailing address: 107 Metropolitan Courthouse, Nashville, Tennessee 37201.

3. Name, title and phone number of official to be contacted regarding this application: C. Beverly Briley, Mayor, 747-4133 or Robert A. Horton, Fiscal Administrative Officer, 747-4667.

B. Date of Application:

1. April 27, 1967.

C. Planning Grant Applied for:

1. Amount of grant applied for:

2. Length of proposed planning period: Twelve (12) months from the date of approval.

D. Certification by Applicant:

The applicant identified above hereby represents that it has or will have available when needed adequate resources to defray, with the requested financial assistance grant, the cost of the preparation of the comprehensive city program; that the data and information submitted in support of and constituting part of this application for a grant are true, correct and complete; and that the undersigned has been duly empowered (1) to submit this request for financial assistance on behalf of the applicant, (2) to provide such additional information and documentation as may be required by the Department of Housing and Urban Development; and (3) otherwise to act as the authorized representative of the applicant in connection with all matters pertaining to this application.

In Witness Whereof, the applicant has caused this application to be duly executed in its name by its undersigned officer (or officers) on this 27th day of April, 1967, in Nashville, County of Davidson, State of Tennessee.

Metropolitan Government of
Nashville-Davidson County,
Tennessee,
Legal name of applicant

By: .....
Signature of authorized officer

Mayor of Metropolitan
Nashville-Davidson County, Tennessee.
Title of authorized officer

Part I. Proposal Highlights

A. Description of Metropolitan Nashville and Davidson County.

Metropolitan Nashville is the second largest of the four major metropolitan areas in Tennessee. Near the geographic center of the state, it is a major center of trade and commerce in the Mid-South. It is governed by the most complete unification of city and county governments of any metropolitan area in the United States. The jurisdiction of the Metropolitan Government is coterminous with the boundaries of Davidson County with all the powers of cities as well as counties under Tennessee general laws.

The Metropolitan Government was created under authority of a home rule charter and is characterized by a strong mayor as the chief administrator. This government with combined city and county authority in effect since April 1, 1963, has far more authority than either of the old forms of competing city and county governments to deal with mounting problems of urbanization.

Metropolitan Nashville and Davidson County encompasses an area of 533 square miles; the urbanized area lies in the approximate center.

Although manufacturing is the largest employment category, the total economy is weighted to the production of services as opposed to goods. Such traditional southern industry as textiles, apparel, furniture and lumber processing predominated until the end of World War II when more sophisticated industries began developing: aircraft, glass, electronics, plastics, appliances.

Diversification and balance are significant in the present economy with 33 percent of non-farm jobs in goods producing enterprises and 67 percent engaged in producing services. This fact is attributable to the three main sup-

ports of the economy, trade, government and the education-medical complex, all of which are services-producing.

Estimated per household income for Metropolitan Nashville in 1965 was $8,059, a favorable position as compared with nation-wide data. However, the 1960 Census showed that 23.5% of Davidson County households had incomes of less than $3,000 in 1959.

B. Description of the designated area: North Nashville.

The designated model neighborhood area, populated by an estimated 46,000 persons, is bounded on the north, east and west by the Cumberland River, on the south by the L & N Railroad tracks and a commercial district.

The area developed in two separate parts: the older section was for many years one of the finest residential areas in the city; the other developed during the depression of the 30's as housing for lower income families.

Racial composition in the designated area in 1960 was 23 percent white; 77 percent non-white. Population and racial ratio are about the same today.

It is an area marked by blight and slums, where dilapidated houses co-exist in the same block with newer houses. It is an area principally made up of single family residences, although there are some "shotgun" type apartment buildings. Population density inside dwelling units is among the highest in the city (1.1 persons per room), although there is not the saturated density of some of the slum areas of larger metropolitan centers. Land use is predominantly residential, but there is considerable commercial and industrial development throughout the area.

C. Summary of the problems of the designated area

Problems of the area include poverty, lack of education and job skills, poor housing, inadequate public trans-

portation, high crime rate and juvenile delinquency, insufficient communication and contact with the rest of the community, absence of motivation and a lack of health care and social services.

Living environment is poor. There are is air pollution and unsightly industrial wastes. The crime rate is about twice that of the rest of the city. Family income is low (in 1959, almost half of the households had incomes less than $3,000). Unemployment is twice that of the rest of the city.

There is a lack of decent housing and adequate financial arrangements for those who could afford better on present incomes.

There is a lack of access roads and streets and a need for relocation programs for those who will be displaced soon by interstate routes which will cross the area.

D. Summary of the goals of the program

Goals of the program for this area center on the general improvement of the environment of the area. These specifically include: better housing, air pollution control, improved access roads, better public transportation, more comprehensive educational programs for adults, a general raising of job skills and income, improved recreational and cultural facilities, improved social service programs and a clearer definition of the roles and goals between public and voluntary agencies.

There must be a reversal of the trend in the racial composition of the population of the area, a breaking up of the ghetto; there must be developed improved communication between and access to the major colleges and universities both inside and outside the area.

There must be storm drainage programs, stimulation of better commercial development and shopping centers, wiser and more restrictive use of land.

E. Summary of priorities of program goals

Housing, health and education would rate highest on the list of priorities of goals in making this designated area into a model neighborhood. These should be attacked with equal vigor to establish a base toward improvement of the area.

Along with these goals, it will be imperative that the desire and intent to improve this area be cooperatively planned and programmed with the residents of the area to the end that these citizens will feel that they are full partners in the governmental processes of this community.

Higher incomes that will accompany increased training and job skills must be produced as rapidly as possible. Efforts must be made all along the way, in the planning and execution stages, to overcome the feelings of alienation and lack of communication among the residents of the area and of the community as a whole.

F. Summary of program strategy

All programs of Metropolitan Government now underway or planned for the designated area will be reviewed and altered in view of recommendations and priorities established for this model neighborhood project. A Model Nashville Citizens Council of 75 members will be established, representative of citizens and institutions inside the area and outside the area where their participation and influence are vital to the implementation of the program. The project office will be established within the model neighborhood, easily accessible to residents of the area. Cooperation and participation by residents of the area will be sought in planning and carrying out projects of this program.

The Metropolitan Human Relations Commission has agreed to delegate and assign a staff member to the task force team which will attempt during the six to twelve

months of this planning program to overcome feelings of alienation and lack of communication as recently evidenced by citizens of the area.

G. Summary of innovative characteristics

Metropolitan Government of Nashville and Davidson County has broad, community-wide powers and authority to implement the model neighborhood program. Under its charter, the administrative head is a strong mayor whose office will direct the administration of the program. The project director will be a special assistant to the mayor. Since the government is the local government of the whole community, it will be able to focus on the model neighborhood the attention of the citizens of the whole community, both those in the central city and those in suburbia.

It is the intent of this proposal to combine civic and governmental authority and jurisdiction toward solving the problems of the model neighborhood. It will provide an opportunity for testing Federal programs and evolving new projects with state and private institutions in the area.

The proposal would employ as leverage points Meharry Medical College, Fisk University and Tennessee State University to increase the economic and racial mix among the population of the area. It would devise new approaches toward motivating action and coordinating the efforts of federal, state and local governments to reverse trends of urban blight.

H. Summary of administrative machinery.

The office of the mayor of Metropolitan Government will serve as the administrative agency for the model neighborhood program. The project director would report to and represent the mayor. There would be three deputy directors assigned to the following areas: (a) human resources

development, (b) physical facilities planning and (c) fiscal affairs and Federal programs.

The technical staff, in addition to the above named positions, employed during the planning period would, at its end be transferred and assigned to appropriate agencies and programs so that the intent of the program may be carried out more successfully.

The project director will serve as chairman of a technical coordinating committee consisting of department heads and directors of Metropolitan Government departments and agencies.

A Nashville Model Neighborhood Citizens Committee of 75 members from both within the designated area and from other parts of the community would be chosen by their groups or institutions and appointed to guide and counsel the development of the program.

APPENDIX II.

Western Union Telegram.

(Received 1967 Nov. 16 PM 1:08, Mayor's Office)

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Honorable C Beverly Briley, Mayor of Metropolitan Nashville Davidson County
107 Metropolitan Court House Nash

I am pleased to inform you that the Department of Housing and Urban Development has selected Nashville-Davidson County to participate in the Model Cities Program. You will hear shortly from our regional administrator who will provide you with further information. Congratulations.

Robert C. Weaver, Secretary.